

Center for AI and Digital Policy
Statement to the
UN General Assembly 2025

22 September 2025

Your Excellencies,
Antonio Guterres, Secretary General
Amandeep Gill, Under-Secretary-General and Special Envoy for Digital and Emerging
Technologies, Office for Digital and Emerging Technologies

The **Center for AI and Digital Policy** (CAIDP) welcomes the opportunity to provide recommendations on AI policy for the 80th United Nations (UN) General Assembly. Over the last several years, CAIDP has worked closely with many UN agencies and institutions on the development of AI policy frameworks. We commend the continued progress of the UN toward an AI future that is inclusive, sustainable, and safeguards the rights of all.

About CAIDP

The **Center for AI and Digital Policy** is a global network of AI policy experts and human rights advocates, spanning more than 120 countries.¹ CAIDP's mission is to ensure that AI policies promote a better society, more fair, more just, and more accountable – a world where technology promotes broad social inclusion based on fundamental rights, democratic institutions, and the rule of law. CAIDP trains future policy leaders, conducts policy research, and advises national governments and international organizations on AI policy.

CAIDP publishes annually ***The CAIDP Index – The Artificial Intelligence and Democratic Values*** report, a comprehensive review of AI policies and practices around the world, based on a rigorous methodology established to assess alignment with democratic values.² The methodology centers the adoption and implementation of the **Universal Declaration of Human Rights** and the **UNESCO Recommendation on AI Ethics**.

¹ Center for AI and Digital Policy (CAIDP.ORG).

² ***Artificial Intelligence and Democratic Values 2025*** (CAIDP 2025), <https://www.caidp.org/reports/caidp-index-2025/>

The **CAIDP AI Policy Sourcebook**, a compendium of AI governance frameworks and policy resources, highlights the UNESCO Recommendation on AI Ethics, the General Assembly resolutions on AI, and regional AI governance frameworks, including the **African Union Continental Strategy**, the **AI Ethics Principles of the Saudi Data and AI Authority**, and the **Declaration of Montevideo**.³

CAIDP's Contributions to the Work of the United Nations on AI Policy

Over the last several years, CAIDP has provided advice on AI policy to many UN agencies and institutions, including the **UN Office for Emerging Technologies**, the **UN Institute for Disarmament Research**, the **UN Human Rights Council**, The **UN Office for High Commissioner for Human Rights**, and UNESCO.⁴

- In 2022, in honor of UN Human Rights Day, CAIDP urged the UN High Commissioner for Human Rights to encourage UN member states to report on the impact of AI on fundamental rights set out in the ICCPR.⁵
- In the **2022 CAIDP Index**, we highlighted UNOHCHR Michelle Bachelet's call for a moratorium on the sale of AI that poses a serious risk to human rights until adequate safeguards are put in place. As she explained, "Artificial intelligence can be a force for good, helping societies overcome some of the great challenges of our times. But AI technologies can have negative, even catastrophic, effects if they are used without sufficient regard to how they affect people's human rights."⁶
- We urged the UN Global Digital Compact (GDC) facilitators to propose transparent, democratic AI-governance processes. We highlighted the need for meaningful

³ **AI Policy Sourcebook** (CAIDP 2025), <https://www.caidp.org/resources/ai-policy-sourcebook/>

⁴ We have also advised many other national governments and international organizations, including the African Union, International Parliamentary Union, OECD-GPAI, the Council of Europe, G7 and G20, the European Parliament, and the Organization of American States. CAIDP Statements, <https://www.caidp.org/statements/>

⁵ CAIDP, *Statement to the UN on AI and the Protection of Fundamental Rights* (Dec. 9, 2022), <https://www.caidp.org/app/download/8429077463/CAIDP-AI-UNOHCHR-09122022.pdf>

⁶ **Artificial Intelligence and Democratic Values Index 2022** (CAIDP 2023) <https://www.caidp.org/reports/caidp-index-2022/>.

civil-society participation, and reporting on AI impacts on privacy, fair trials, equal protection.⁷

- In 2023, we set out a **Five Point Action Plan for AI Governance** for the UN AI Advisory Board.⁸ CAIDP urged the Advisory Board to (1) review current national AI policies and practices, (2) Support the **Universal Guidelines for AI**, (3) Establish clear prohibitions on certain AI applications and systems, (4) Establish the IPAI – the International Panel on Artificial Intelligence to monitor the impact of AI on society, and (5) Continued implementation of the UNESCO Recommendation on AI Ethics.
- Responding to **GA Resolution 78/241 on Lethal Autonomous Weapons**, CAIDP urged the General Assembly to adopt a legally binding treaty to (1) ban LAWS that can kill or harm without human control, (2) preserve human responsibility and accountability for any use of lethal force and ensure compliance with international humanitarian and human rights law, and (3) prohibit the integration of AI-enabled autonomy with weapons of mass destruction.⁹
- In a 2024 letter, CAIDP urged changes to the draft **Global Digital Compact**. We wrote, “We closely follow and acknowledge each of the milestones achieved by the UN with ethical, inclusive, responsible AI. In our observations, we are equally mindful of the need to sustain capacity and resource management to keep pace with rapid developments in AI.”¹⁰
- On the occasion of **UNGA 79**, CAIDP again urged the General Assembly to fulfill Resolution 78/241 and (1) ban lethal autonomous weapons systems that can kill or harm without human control, (2) preserve human responsibility for the use of lethal

⁷ CAIDP, *Recommendations on AI Governance to the United National Global Digital Compact* (Feb. 8, 2023), <https://www.caidp.org/app/download/8440634263/CAIDP-UN-GDC-08022023.pdf>.

⁸ CAIDP, *Global AI Governance: A Five-Point Plan for the UN Advisory Board on AI* (Sept. 30, 2023), <https://www.caidp.org/app/download/8478562763/CAIDP-UN-AI-governance-3092023.pdf>

⁹ CAIDP, *UN Office for Disarmament Affairs In response to Request for Views Related to 78/241 “Lethal autonomous weapons systems” adopted by the General Assembly on 22 December 2023* (May 25, 2024), <https://files.constantcontact.com/dfc91b20901/7118009d-e63e-4d28-a809-aeaa565a2419.pdf>.

¹⁰ CAIDP, *Statement to the UN on The Global Digital Compact, AI, and Human Rights* (Aug. 5, 2024), <https://www.caidp.org/app/download/8525786463/CAIDP-UN-GDC-08052024.pdf>

force, and (3) prohibit AI-enabled weapons of mass destruction, establishing clear standards for human control, oversight, proportionality, and risk assessment.¹¹

- In comments to UNESCO’s consultation on “AI Regulation Emerging Approaches Across the World,” CAIDP proposed (1) consolidating overlapping regulatory approaches, (2) distinguishing AI strategies from AI methods and tools, and (3) anchoring AI governance in human rights, democracy, and the rule of law. CAIDP also called for broader geographic coverage, and tracking of regulatory progress, citing harms such as the Dutch tax scandal and deepfakes as reasons for AI regulation.¹²
- In comments on the UN AI Advisory Board’s report on “AI for Humanity,” we proposed (1) a ban AI systems that cannot be operated in compliance with international human rights law, (2) responsible AI policies grounded in UNESCO’s Recommendation on AI Ethics and the Universal Guidelines for AI, and (3) a Special Rapporteur on AI and Human Rights. CAIDP also emphasized capacity-building and equitable AI governance for the Global South.¹³
- In a statement to the UN Convention on Certain Conventional Weapons (CCW), CAIDP urged High Contracting Parties to (1) impose an immediate moratorium on lethal autonomous weapons systems (LAWS), (2) classify “loitering” AI missile systems as weapons of mass destruction, (3) ban AI systems that cannot be operated consistently with international humanitarian and human rights law, (4) adopt standardized reporting with independent oversight, and (5) support appointment of a UN Special Rapporteur on AI and Human Rights.. We warned that autonomous weapons systems heighten the risks of mass harm, underscoring the need for urgent multilateral action.¹⁴

¹¹ CAIDP, *Statement on Artificial Intelligence for Peace and Security: The Time is Now for a UN Treaty to Ban Lethal Autonomous Weapons Systems* (Sept. 16, 2024)

¹² CAIDP, *Consultation Paper on AI Regulation - Emerging Approaches Across the World UNESCO* (Sept. 19, 2024), https://www.linkedin.com/posts/center-for-ai-and-digital-policy_caidp-unesco-and-ai-sept-19-2024-activity-7244434873615097856--jE3.

¹³ CAIDP, *Response to UN Advisory Board Interim Report “Governing AI for Humanity”* (March 30, 2024), <https://www.caidp.org/app/download/8578461663/CAIDP-UN-AI-30032024.pdf>

¹⁴ CAIDP, *Statement to the Meeting of High Contracting Parties to the Convention on Certain Conventional Weapons (CCW)* (Nov. 12, 2024), <https://www.caidp.org/app/download/8578461463/CAIDP-CCW-LAWS-11122024.pdf>

- Earlier this year, CAIDP advised the OHCHR on AI and the Judiciary. We set out several recommendations, including the need for red lines, independent governance, impact assessments, and comprehensive training and capacity building.¹⁵ We said it was necessary to “Establish safeguards to uphold the presumption of innocence, protect human dignity, and ensure that human actors retain legal accountability for any deployment of AI in judicial processes.”
- In another statement earlier this year, CAIDP urged the UN Member States to put Human Rights First in Global AI Governance. We urged the UN to (1) adopt AI-specific public procurement and deployment policies, (2) mandate human-rights-based impact assessments, (3) establish clear red lines prohibiting unscientific or rights-incompatible systems, (4) implement the UNESCO Recommendation on the Ethics of AI and the Universal Guidelines for AI, and (5) create a UN Special Rapporteur on AI and Human Rights.¹⁶
- We also addressed Safeguarding Women and Girls in the Digital Era.¹⁷ We proposed enhanced accountability for social media companies and prioritizing the protection of girls from the dual risks as children and as the targets of gender-based violence.

CAIDP and UNESCO have signed a Letter of Intent to (1) exchange knowledge and research to (2) promote the Global AI Ethics and Governance Observatory, (3) build networks, particularly in the context of UNESCO’s AI Ethics Experts without Borders Network, and (4) address emerging challenges concerning the ethics of AI.

As CAIDP President Merve Hickok said at the signing ceremony in Washington, DC, “UNESCO and CAIDP are proud partners in the work to promote AI policies that enable human

¹⁵ CAIDP, *Comments on Artificial Intelligence and Judicial Systems For the Special Rapporteur on the Independence of Judges and Lawyers*, United Nations Office of the High Commissioner for Human Rights (May 2, 2025)

¹⁶ CAIDP, *OHCHR: On The Use of Artificial Intelligence and the UN Guiding Principles on Business and Human Rights* (Jan. 15, 2025), <https://www.linkedin.com/feed/update/urn:li:activity:7285480177059442689/>.

¹⁷ CAIDP, *CAIDP Recommendations for the United Nations Human Rights Council on Addressing the Issue of Technology-facilitated Gender-based Violence and its Impact on Women and Girls* (Feb. 27, 2025), <https://www.caidp.org/app/download/8557606863/CAIDP-UN-OHCHR-TechFacilitated%20GenderBasedViolence-27Feb2025.pdf>

progress and sustainable development, and safeguard fundamental rights, democratic institutions, and the rule of law.”¹⁸

CAIDP is a member of the UNESCO Global Civil Society Organizations and Academic Network on AI Ethics and Policy.¹⁹ CAIDP President Merve Hickok is a member of AI Experts without Borders and is presently providing training on AI governance frameworks to AI Supervisory Authorities around the world.²⁰

CAIDP Strongly Supports the work of the UN on AI Policy

The ***Pact for the Future***, endorsed by 193 UN member states, is a milestone international agreement with significance for how AI is governed globally.²¹ Objective 5 states that Member States must “Enhance International governance of artificial intelligence for the benefit of humanity.” Key recommendations include:

- Govern artificial intelligence in the public interest and ensure that AI applications foster diverse cultures and languages, support locally generated data, promote inclusive development,
- Promote transparency, accountability, and human oversight of AI systems,
- Support building capacities, especially in developing countries, so that these countries can access, develop, use, and govern AI systems, and
- Coordination of governance approaches, sharing best practices, promoting common understanding.

We commend the UN on the adoption of the ***Global Digital Compact*** as part of the ***Pact for the Future***.²² The GDC provides the basis to establish the Independent Scientific Panel on AI

¹⁸ CAIDP, *Remarks of Merve Hickok, President, Center for AI and Digital Policy Letter of Intent Between UNESCO and CAIDP* (Apr. 18, 2024), <https://www.caidp.org/app/download/8578430663/CAIDP-UNESCO-LOI-041812024.pdf>

¹⁹ UNESCO, *Global Civil Society Organizations and Academic Network on AI Ethics and Policy*, Center for AI and Digital Policy, <https://www.unesco.org/ethics-ai/en/civil-society-organizations/center-ai-and-digital-policy>

²⁰ UNESCO, *Global AI Ethics and Governance Observatory*, *AI Experts Without Borders*, Merve Hickok <https://www.unesco.org/ethics-ai/en/ai-ethics-experts-without-borders/merve-hickok>

²¹ UN, *Pact for the Future, Global Digital Compact and Declaration on Future Generations* (Sept. 2024), https://www.un.org/sites/un2.un.org/files/sotf-pact_for_the_future_adopted.pdf

²² UN Office for Digital and Emerging Technologies, *Global Digital Compact* (Sep. 22, 2024), <https://www.un.org/digital-emerging-technologies/global-digital-compact>,

and the Global Dialogue on AI Governance.²³ CAIDP previously recommended that the UN appoint experts to “conduct independent risk and opportunity assessments; a structured dialogue connecting governance initiatives and harmonizing standards across borders and sectors.”²⁴

We also welcome, later this week, the launch of **The Global Dialogue on AI Governance**. The UN will bring together Member States, Observers, UN specialized agencies, and diverse stakeholders, to explore key dimensions of inclusive and accountable AI governance.²⁵ The Center for AI and Digital Policy fully endorses this initiative.

CAIDP’s Recommendations to the United Nations on AI Policy for the 80th General Assembly

1. Establish the UN Special Rapporteur for AI and Human Rights

To effectively navigate the intricate landscape of AI and human rights, there is a pressing need for the creation of a UN Special Rapporteur on AI and Human Rights. This role would not only complement existing efforts but also provide the agility, authority, and competence required to address emerging challenges and safeguard human rights in the digital age.²⁶

As an independent expert appointed by the UN Human Rights Council, the UN Special Rapporteur on AI and Human Rights would provide the necessary focus and skills to complement the related work of the UN.

The Independent International Scientific Panel on AI and Special Rapporteur would complement and strengthen each other’s mandates, and the Special Rapporteur could have a permanent seat in the Panel. As CAIDP previously expressed to the UN Office for Digital and Emerging Technologies, granting a permanent seat to a UN Special Rapporteur on AI and

²³ UN, *UN Resolution A/RES/79/325 of 25 August 2025* (Aug. 5, 2024), <https://www.un.org/global-digital-compact/en/ai>

²⁴ *CAIDP, Statement to the UN Global Digital Compact on AI and Human Rights* (Aug. 5, 2024), <https://www.caidp.org/app/download/8525786463/CAIDP-UN-GDC-08052024.pdf>

²⁵ Letter to the President of the General Assembly, *High-level multi-stakeholder informal meeting to launch the Global Dialogue on Artificial Intelligence Governance* (Aug. 29, 2025), <https://www.un.org/pga/79/2025/08/29/letter-from-the-president-of-the-general-assembly-on-high-level-multi-stakeholder-informal-meeting-to-launch-the-global-dialogue-on-artificial-intelligence-governance/>

²⁶ Marc Rotenberg, *The Imperative for a UN Special Rapporteur on AI and Human Rights*, *The Journal of AI Law and Regulation* (Jan. 13, 2024), <https://aire.lexxion.eu/article/aire/2024/1/13>

Human Rights would ensure that UN expertise on human rights guides and informs international scientific assessment of AI.²⁷

2. **Establish Red Lines for AI systems that undermine human rights, and terminate those in use:**

In the 2024 UN Resolution unanimously adopted, Member States committed to “refrain from or cease the use of artificial intelligence systems that are impossible to operate in compliance with international human rights law or that pose undue risks to the enjoyment of human rights.”²⁸ We call on all Member States to implement their commitments to ensure that AI systems are aligned with human rights, in line with the UNESCO Recommendation on the Ethics of AI and CAIDP’s five point plan for global AI governance.²⁹

3. **Ban Lethal Autonomous Weapons Systems (LAWS)**

We reiterate the Secretary General’s call³⁰ and urge all parties in the CCW and members of the U.N. General Assembly to conclude negotiations for an international treaty to ban lethal autonomous weapons systems that can kill or harm humans.³¹ As CAIDP has previously stated, such an international treaty should prohibit LAWS, establish stringent safeguards against the integration of AI enabled targeting systems, and enshrine the principle of human responsibility for the use of lethal force.³²

We recommend an immediate moratorium on the deployment of LAWS until a comprehensive regulatory framework is established.³³

²⁷ CAIDP, *Statement to the United Nations Office for Digital and Emerging Technologies for delivery at Global Digital Compact Stakeholder Townhall Meeting* (June 16, 2025),

<https://www.caidp.org/app/download/8578431163/CAIDP-UN-ODET-16062025.pdf>

²⁸ UN General Assembly, *Seventy-eighth session Agenda item 13 Integrated and coordinated implementation of and follow-up to the outcomes of the major United Nations conferences and summits in the economic, social and related fields* (Mar. 11, 2024), <https://docs.un.org/en/A/78/L.49>

²⁹ CAIDP, *Global AI Governance A Five-Point Plan for the UN Advisory Board on AI* (Sept. 30, 2023), <https://www.caidp.org/app/download/8478562763/CAIDP-UN-AIgovernance-3092023.pdf>

³⁰ UN News, *Politically unacceptable, morally repugnant’: UN chief calls for global ban on ‘killer robots’*, (May 14, 2025), <https://news.un.org/en/story/2025/05/1163256>

³¹ CAIDP, *CAIDP Comment to the UN Office of Disarmament Affairs in response to request for views on lethal autonomous weapons on A/RES78/2041* (May 25, 2024)

³² CAIDP, *Statement to the UN Global Digital Compact on AI and Human Rights* (Aug. 5, 2024), <https://www.caidp.org/app/download/8525786463/CAIDP-UN-GDC-08052024.pdf>

³³ CAIDP, *Statement to the Meeting of the High Parties to the Convention on Certain Conventional Weapons (CCW)*, (Nov. 12, 2024), <https://www.caidp.org/app/download/8578461463/CAIDP-CCW-LAWS-11122024.pdf>

4. Endorse the Council of Europe Framework Convention on AI, Human Rights, Democracy and the Rule of Law

The AI Treaty seeks to safeguard fundamental rights, protect democratic values, and uphold the rule of law in the digital age.³⁴ More than forty countries, including Canada, Japan, the United States, Uruguay, and the EU member states, have endorsed the treaty. The AI Treaty makes clear that activities within the lifecycle of AI systems must comply with these fundamental principles:

- ▶ Human dignity and individual autonomy
- ▶ Equality and non-discrimination
- ▶ Respect for privacy and personal data protection
- ▶ Transparency and oversight
- ▶ Accountability and responsibility
- ▶ Reliability
- ▶ Safe and Security innovation

The AI Treaty sets out foundational safeguards for the operation of AI systems. These requirements include:

- ▶ Public documentation regarding the use of AI systems
- ▶ Contestability mechanisms to review adverse decisions
- ▶ Redress mechanisms and procedural guarantees
- ▶ Notice that one is interacting with an AI system and not with a human being.

Parties to the AI Treaty should implement relevant impact assessments concerning the actual and potential impacts of AI systems on human rights, democracy, and the rule of law throughout the AI lifecycle.

³⁴ Council of Europe, *The Framework Convention on Artificial Intelligence* (2024), <https://www.coe.int/en/web/artificial-intelligence/the-framework-convention-on-artificial-intelligence>



The AI Treaty is open for signature by both Council of Europe member and non-member states. CAIDP, with the support of AI experts and human rights advocates, has launched a global campaign in support of the AI Treaty.³⁵

We believe the Council of Europe AI Treaty is in line with the work of the United Nations on AI policy. We urge all UN Member States to endorse and ratify Council of Europe AI Treaty.

We thank you for the consideration of our recommendations and welcome further engagement.

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³⁵ CAIDP, *Council of Europe AI Treaty*, <https://www.caidp.org/resources/coe-ai-treaty/>



UNIVERSAL GUIDELINES FOR AI

RIGHT TO TRANSPARENCY

All individuals have the right to know the basis of an AI decision that concerns them. This includes access to the factors, the logic, and techniques that produced the outcome.

RIGHT TO HUMAN DETERMINATION

All individuals have the right to a final determination made by a person.

IDENTIFICATION OBLIGATION

The institution responsible for an AI system must be made known to the public.

FAIRNESS OBLIGATION

Institutions must ensure that AI systems do not reflect unfair bias or make impermissible discriminatory decisions.

ASSESSMENT AND ACCOUNTABILITY

An AI system should be deployed only after an adequate evaluation of its purpose and objectives, its benefits, as well as its risks. Institutions must be responsible for decisions made by an AI system.

ACCURACY, RELIABILITY, AND VALIDITY

Institutions must ensure the accuracy, reliability, and validity of decisions.

DATA QUALITY

Institutions must establish data provenance, and assure quality and relevance for the data input into algorithms.

PUBLIC SAFETY

Institutions must assess the public safety risks that arise from the deployment of AI systems that direct or control physical devices, and implement safety controls.

CYBERSECURITY

Institutions must secure AI systems against cybersecurity threats.

PROHIBITION ON SECRET PROFILING

No institution shall establish or maintain a secret profiling system.

PROHIBITION ON UNITARY SCORING

No national government shall establish or maintain a general-purpose score on its citizens or residents.

TERMINATION OBLIGATION

An institution that has established an AI system has an affirmative obligation to terminate the system if human control of the system is no longer possible.



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